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Underlying projections for the development of preparatory programs for educational administrators is the assumption that differences between education and business will be eroded by growing interaction between the two sectors. Leaders in both sectors are thinking increasingly in common terms of "investment," "input-output," "social responsibility," and "social benefit." Flow of management talent between the two sectors represents another key point on the education-business interface. In both sectors, goal setting, based upon research, will be increasingly influenced by interaction between education and business. In accord with these important trends, those responsible for planning programs for the training of educational administrators must (1) set new objectives for leadership development; (2) adopt a perspective which is both national and future oriented; and (3) incorporate activities adapted from the private sector, including identification of manpower needs, a national computer based inventory of available administrative leadership and support personnel, improved allocation of training resources, program design incorporating systematic evaluation, and training objectives more clearly oriented to specific administrative responsibilities and qualifications. (JK)

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"THE WAY IT COULD BE"

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A Paper Presented in Miami, Florida on March 21, 1969
to
EPDA Directors of Programs in Educational Administration

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The Way It Could Be

The planners of this conference have given me a task that is both pleasant and demanding. It is pleasant in the sense that my charge is to turn away from the status quo and to look to the future -- as far into the future as I desire -- and to describe "what could be" in preparatory programs for educational administrators. The task is obviously demanding since the future is much more ambiguous and uncertain than the realities of current preparation.

Some of you might say that the future is so unpredictable that preparatory programs cannot reasonably be based upon studies and projections of it. Indeed, you might argue very tellingly that current programs are not even meeting present needs so why should one focus upon emergent or projected futures. Therefore, let me speak briefly in favor of a future-oriented approach to program design.

You would agree, I am sure, that one of the most important qualities of leaders is vision. Vision requires the capacity to look ahead and to imagine futures that are more promising than what currently exists. Unless there is vision on the part of those is administrative posts they cannot display imaginative leadership and cannot effectively achieve significant planned and directed institutional change. In the words of Charles Frankel:

> Unless men have some coherent conceptions of their existing conditions, unless they can imagine the long direction in which they would like to move, the politics of the bargain, the politics of equilibrium, can be a deadly affair -- unfocused, uninspired, and, for all its realism, unrealistic. It can settle down, not simply very close to the center, but to a dead center, quarreling over issues that are ghosts of the past, and tinkering with problems that lie at the fringes of the questions that have to be faced.[1]

The need for a future orientation on the part of those designing, implementing, and

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[1]Charles Frankel, The Democratic Prospect. (New York: Harper & Row, 1962), pp. 47-48.

directing experimental programs for educational administrators rests, then, in the requirements of leadership. Unless preparatory programs provide prospective leaders opportunities to come to grips seriously with alternative societal and educational futures, how can they learn to cope effectively with institutional improvements? If preparatory programs are time-bound and place-bound in their conceptions, how can educational vision for a nation be generated? If those responsible for preparing leaders do not themselves use modes of thinking which involve critically looking at the status quo and projecting beyond it, how can those being prepared under their tutelage be constructive change agents?

From what has already been said it follows that one cannot talk cogently about preparatory programs for future administrators without talking about the future of society. This latter subject is a very large one which cannot be treated in detail here. However, I would like to select one aspect of society which, in my judgment, will continue to have important implications for defining the requirements of educational leadership and to make a few observations about it before turning directly to "what could be" in preparatory programs. I am referring generally to the "public-private" interface and, more specifically, to the "business-education" interface.[2]

First, let me observe that we are in a period when the private sector is gaining the respect and attention of societal leaders at the same time that many citizens are becoming more skeptical about the capability of the public sector to deal with the problems before it. Uncollected garbage, unshoveled snow, striking teachers, disappointing results

[2]The "business-education" interface is one of six forces in society which are now being analyzed in a study being conducted under the auspices of UCEA and supported by the U. S. Office of Education. The purpose of the analysis is to identify implications for organizing and administering schools during the 1970's and to project guidelines for preparing school superintendents to give leadership to these schools. The six forces being analyzed include: federal involvement in education, the business-education interface, urbanization with special emphasis upon racial injustice, teacher militancy, new management technology, and research and development in education.

of government programs associated with such problems as poverty, for example, all have helped to create such phrases as "paralysis of public services" and "ungovernable government." The growing disenchantment with government comes at a time when change has become a watchword, and during a period when revolutionary forces are at work in society. It also comes at a time when the large American corporation is demonstrating that it is an exceptionally powerful instrument of innovation and that its managers are highly effective in coping with and mastering technological change. In addition, many would view business leaders in the "center economy" as among the most progressive which society possesses. Kenneth Clark, for example, has made the following statement about business' posture vis-a-vis racial injustice: "Business is the least segregated, least discriminatory, most fair of the areas of our society...better than education, religion, unions, or government."[3]

A major assumption underlying projections in this paper is that the growing interaction between the public and private sectors will continue to erode differences in these two sectors. More specifically, and in Hegelian terms, education as a thesis and business as an anti-thesis will produce through interaction a new synthesis during the decades ahead. A dynamic energized by conflicting tendencies and disparate conditions in business and education will create the new synthesis. A significant task in understanding the specific character of the dynamic is to identify and delineate key points of interaction on the business-education interface.

One important indicator of interaction is found in the extent to which concepts used in the private sector are being diffused into the public sector and vice-versa. Already educational leaders are beginning to think and talk about school systems in modes traditionally associated with the business firm. Thus, we talk about education as 'investment

[3]Nation's Business, (October, 1967), p. 69.

refer to educational outcomes as "human capital formation"; express concerns about needed "in-puts," effective "out-puts," and relationships between these two; note that education is a labor intensive "industry"; and maintain that the limited use of research, development, and technology interferes with "educational productivity."

While educational leaders have been adopting the language of the business firm, those in large corporations have been using terms traditionally associated with the public sector. As business seeks to re-define its role, such concepts as "public policy" and "social responsibility" are being used more frequently within the industrial sector. Some businessmen are arguing that the concept of profit must be broadened to encompass "social benefit" considerations and a few scholars have gone so far as to predict that leading industrial firms before the end of this century will have two discrete categories of activities, one of which will encompass profit activities and the other "not-for-profit" activities.[4]

Even while business leaders are searching to define a more publicly oriented role for themselves, it is clear that the search is motivated to a considerable degree by private interest. For example, far-sighted business leaders are greatly concerned about tomorrow's managers and whether or not industry will be able to compete with the public sector for leadership talent. Concern is heightened by the fact that almost 50 percent of all Americans will soon be under 25 years of age; further, many more gifted college students than traditionally are turning away from business careers as they express concern about important questions of public policy and see in these questions society's greatest challenges. Younger persons already in management positions are increasingly challenged by public policy issues according to Chamberlain: "Better educated and in-

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[4]Neil W. Chamberlain, "The Life in the Mind of the Firm." Daedalus (Winter, 1969), p. 145.

clined to be more intellectual and at home with abstractions than their predecessors, younger managers are often seeking in their careers a greater identification with society and its needs."[5]

Thus, the flow and allocation of management talent within and between the two sectors represents another key point on the interface. It could be that public education, which traditionally has not competed effectively for leadership talent, will attract large numbers of society's most highly gifted and idealistic young leaders in the future. With a substantial infusion of outstanding talent, school systems could become more adaptive, exciting, and creative and this, in turn, could increase the attractiveness of leadership careers in education for talented young people.

Nothing is more central to leadership than the goal-setting function. In the public sector goal setting is a political function which is often affected by great diversity of view. Therefore, it is sometimes difficult to arrive at precise statements of objectives on which persons can agree. Some have gone so far as to argue that diffuse and vague public policy statements are functional because of the many and varied interest groups in society which compete with one another.

Business leaders, on the other hand, have been noted for the precision with which they state objectives. However, in contrast to public institutions where policy is often developed through open discussions, the process of goal setting in the competitive, private environment is much more secretive. Education industries today, for example, do not find it functional to publish widely and in specific terms their long-range objectives.

Future interaction between the public and private sectors will influence goal setting in both sectors. Educational leaders will be compelled to give greater attention to precise goal definition (e.g., witness the emergent impact of PPBS). Private sector leaders involved in public educational projects will have to confront more directly the political

[5]Neil W. Chamberlain. Op. Cit., p. 145.

dimensions of goal setting.

Perhaps enough has been said to suggest that the public-private interface constitutes a dynamic which will have a substantial influence on education during the decades ahead and, further, that the nature of this dynamic will have important implications for educational leadership and its nurturance. Therefore, let me conclude this aspect of the discussion by simply noting some key points of interaction which will significantly affect both business and educational leadership.

The private sector has demonstrated to a considerable degree a capacity to control its directions and its policies through long-range planning. Educational organizations, on the other hand, have not yet developed this capability, although planning concepts are being discussed more and more and there is considerable pressure to achieve more effective educational planning.

Leaders in the private sector, who have been able to achieve growth and change through technological innovation, have been noted for their entrepreneurial and risk-taking abilities. Educational administrators, on the other hand, tend to be viewed as much less given to innovation and as demonstrating reactive rather than pro-active postures.

Leaders in business have generally communicated an orientation toward quantity, mass distribution, and tangible products. Those in the educational sector, on the other hand, have been more concerned about the qualitative aspects of life and learning, the uniqueness of individuals, and intangible human dimensions of organizational life.

Of all of society's institutions, the large industrial corporation has had the most experience in recruiting and deploying personnel to participate in research and development, in capitalizing on the outcomes of research and development, and in managing research and development to achieve organizational ends. On the other hand, education, which has had to draw upon the "soft" rather than the "hard" sciences, is only beginning to gain these kinds of experiences. Put differently, education is not in the "Cape

Canaveral" stage of research and development, which is now exemplified by industry, but rather in what might be called the "Thomas Edison" stage when the search for light bulb filaments proceeded largely by trial and error.

Business firms and scholars associated with them have, during the last 25 years, generated and refined a large set of technologies which are imbedded in mathematics and the concepts of operations research and systems analysis. These have provided private management significant tools for feedback and control. Comparable concepts and techniques have not yet been developed and used in educational institutions although some of the techniques associated with systems analysis and operations research have had limited applications in selected school systems.

Those in the business sector are committed to the importance of the continuing education of their personnel and are expending a significant portion of their budgets to see that these personnel receive the education necessary to attain the changing objectives of industrial organizations. School districts, on the other hand, have not yet achieved the organizational capability, the necessary financial and budgetary commitments, or the imaginary plans to ensure that educational ends are achieved effectively through continuing education.

The points of the business-education interface which I have just listed have been selected especially to highlight further the disparate conditions and differing tendencies in educational and business institutions. It should be emphasized again that these conditions and tendencies, as they interact, will make for a new dynamic which will pose problems and opportunities for leadership in both business and education. Out of the conflict generated by the dynamic could come a new synthesis which would enable public organizations to use the most sophicticated administrative means developed in the private sector in the effective pursuit of man's most noble ends.

It could be that educational leadership will represent the very best of the new synthesis. It could be that this new leadership will be able to articulate more intelligently than ever before the role and purpose of education in the modern society; that it will be able to communicate in the most eloquent terms the relationships between educational purpose and societal needs; and that it will demonstrate clearly and cogently that educational policy is fundamental to all important public policy. It could be that society's finest political leadership will be expressed in school systems as education in fact becomes a force for breaking down the walls of segregation and a medium for eradicating racial injustice, a ladder for the culturally deprived to climb to greater opportunity, a developer of manpower skills and the conceptual capital necessary to fuel an ever-growing and technologically advanced economy, and a crucible within which the "fourth revolution," to borrow a phrase from Don Bigelow's recent paper,[6] will be constructively expressed in ways that will make education more relevant and responsive to the interests and abilities of current and future generations of students. It could be, as society's leaders in both the private and public sectors orient themselves in the future more to what has been called the "politics of quality" in contrast to the "politics of quantity," that educators will not only bring about significant improvements in education but that they also, in cooperation with other societal leaders will confront in new ways widespread and pervasive human issues associated with organizational planning and individual freedom, efficiency and humaneness, centralization and decentralization, independence and interdependence, change and stability, justice and injustice, and destructive nihilism and constructive commitment. It could be that this highly gifted educational leadership will be supported and abetted by the most advanced computer technology, the most refined management concepts, the most relevant long-range planning techniques, the most highly developed information

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[6]Donald Bigelow, "The Fourth Revolution." An address delivered to the Fifth Annual Conference of Directors of Training Programs (NDEA-EPDA) Wash. D. C., Feb. 6, 1969.

systems, the most proven evaluation and assessment methods, the most fruitful uses of research and development, and the most highly trained and creative personnel. It could be, in other words, that educational institutions will in fact achieve a new organizational capability which will provide educational leaders the recommendations and information they need to advance responsible public understanding and to achieve effective political action.

Those responsible for planning programs for educational administrators will not be able to escape the conflicting tendencies which will be expressed in the business-education interface. The fact that "economic rationality," for example, is more central to the life of private than educational institutions while "human relations rationality" is more indigenous to schools than to business will provide a source for continuing conflict. How will those responsible for preparatory programs resolve this basic issue as the demarcations between public and private institutions continue to erode? Will a given training institution concentrate, for example, upon designing and offering programs to prepare systems analysts for schools who are skilled in computer technology, versed in the methods of mathematics, and sensitive to the efficiency considerations of the private sector? Will it concentrate upon developing perceptive generalists who understand human conditions, have a larger vision for education, and see the relevance of learning and curriculum to the pressing needs of society? How many institutions are there in the United States which can purport to do both with reasonable hopes of attaining quality? Should institutions having capacities to do both offer such discrete programs? Such questions, you will observe, bear directly upon the dynamic being generated by the business-education interface.

Crucial to the attainment of the ideal leadership for educational institutions just delineated will be the responses of universities and other agencies responsible for recruit

ing and preparing educational leaders. It could be that these institutions will also achieve a new synthesis and a new leadership which cuts across various departments and professional schools in universities. It could be that the new leadership in higher education will spawn the kinds of creative conceptualizations and the needed research and development results to prepare leaders who will in fact bring purposive renewal and adaptation to education at all levels. It could be that the new leadership in higher education, in cooperation with other leaders in the public and private sectors, will respond positively to the fundamental challenge of setting new directions and objectives for leadership development; that it will adopt a perspective which is both national and future oriented; and that it will create the kinds of inter-institutional arrangements necessary for achieving established objectives. The following are illustrative of activities which could help chart more clearly defined directions for the future:

1. It could be that those in universities will take the lead in seeing that private sector planning techniques are adapted and used for identifying and describing current and projected manpower needs in educational administration. Institutional arrangements could be established for the continuous study and projection of qualitative and quantitative training objectives vis-a-vis (1) "top" leadership needs in education; (2) administrative staff to assist "top" leaders; (3) researchers and developers needed to provide knowledge and training in educational administration; and (4) continuing education needs for all administration-related personnel. New arrangements for achieving national projection of training needs in educational administration could provide the nation's preparatory agencies much better bases for establishing well-defined and sound institutional objectives and for becoming much more efficient in achieving these objectives.
2. Through the use of technology developed in the private sector a national computer based system could be developed to inventory continuously the supply of adminis-

trative leadership and support personnel. In addition to keeping records on the numbers of prospective leaders and support personnel prepared each year by the nation's training agencies and the initial positions accepted by trainees, the system could procure and store different categories of information on each person including the following: personal characteristics, academic records in undergraduate and graduate programs, professional positions previously held, socio-economic backgrounds, certification requirements met, and undergraduate and graduate course patterns. Information could also be obtained and stored on the career progression of prospective leaders and support personnel and on the types of continuing education acquired during career progression. Such a system could have several important uses. For example, relationships between leadership supply and nationally defined manpower needs could be analyzed periodically, discrepancies between supply and need could be highlighted, and recommendations for eliminating discrepancies could be established. In addition, the availability of longitudinal data on educational administrators and support personnel could lead in the future to a much better understanding of important variables bearing upon administrator recruitment and preparation and to the periodic formulation and implementation of strategies to improve recruitment and preparation.

It could be that the new leadership in higher education will shift from a quantitative orientation and establish quality as the first and foremost criterion in preparation. In making a commitment to quality more specific actions would follow:

1. The widespread and current practice on the part of training agencies of purporting to prepare administrative personnel for all kinds of positions and functions could give way to the selection of more limited and defined training objectives by these agencies. As better data on administrator supply and need are developed,

the wasteful current practice of over-supplying certificated personnel for given positions could be curtailed and wiser and more effective allocation of national training resources could be achieved. Put differently, given agencies responsible for preparation could specialize in programs which would bring to bear unique institutional strengths upon specific training needs.

2. The current norms of allocating limited resources for program design, of providing limited incentives to program designers, and of producing hurriedly developed and ill-defined proposals for program change could give way to norms that would foster quality. Training agencies, in other words, could create special internal design arrangements, allocate needed resources, and deploy and reward personnel in ways that would ensure continuous efforts oriented to program evaluation, design, and updating. Such efforts could give major attention to the definition of program objectives, to constraint analysis in the design of programs to achieve objectives, to a determination of those constraints which can be overcome or circumvented through invention or adaptation, and to the acquisition and/or generation of ideas to achieve needed invention of program alternatives.

3. The current tendency in many training agencies to provide a "smattering" of knowledge relevant to a number of administrative functions, conditions, and positions could, through the careful establishment of training objectives and a radical re-orienting of program design activities, lead to substantially different approaches to content selection and to creation of instructional encounters. By carefully selecting content and experiences which are clearly and directly related to program objectives; by providing opportunities for students to pursue content and learning in greater depth; and by ensuring that professionals acquire the power which derives from mastering established knowledge and skills, the

quality of preparation could be improved.

4. It could be that, as institutions limit and define more clearly their objectives, quality will be further enhanced through program differentiation. This would mean that the proposition that research personnel and practicing educational administrators, for example, work in different environments, do different things, require different competencies and, therefore, need different preparation would be accepted. While programs, for example, designed to prepare professors capable of productively spending most of their time doing research on the politics of education in contrast to programs to prepare school superintendents capable of providing outstanding educational leadership might possess a number of common elements, they might differ in ways such as the following:

   (a) The central purpose of programs for prospective research professors would be to provide them the skills, values, concepts, and theories necessary to advance research on the politics of education; the central purpose of programs for prospective superintendents would be to provide them the perspectives, the concepts, and the skills needed for leadership in education.

   (b) In recruiting prospective superintendents, demonstrated leadership ability in private or public agencies would be more important than it would be for future research professors who would need to have demonstrated creative research abilities.

   (c) Prospective superintendents should clearly display a motivation for improving and changing educational institutions while research professors should be highly motivated to advance knowledge about the issues, structures, and political processes which affect educational institutions.

(d) Research professors would need specialized knowledge and skills about the political aspect of the administrator's environment, while prospective superintendents would need a range of knowledge about societal needs and educational institutions; therefore, the curriculum for the research professor should emphasize political science and the politics of education while curriculum for the prospective superintendent should emphasize content from a number of disciplines and fields of study selected to provide him understanding of problems and issues before society, the relevance of educational institutions to these problems and issues, and important administrative skills needed by leaders in educational institutions.

(e) Cases and simulated situations for superintendents should come largely from the context of administrative practice while cases and simulations for research professors should come largely from research practice.

(f) Research professors should have their internship with a distinguished research professor; superintendents should have their internship with a distinguished leader or leaders in the private or public sectors.

(g) The culminating experiences for prospective research professors should be a well designed dissertation; for prospective superintendents the culminating experience might depart substantially from the traditional doctoral dissertation.

5. It could be that as programs are differentiated a wide range of highly talented individuals from diverse populations will be recruited into education. Let us assume, for example, that an institution decided to specialize in preparing systems analysts to serve as aides to "top" leaders. The preparatory program might place a major emphasis upon developing understandings of systems con-

cepts, mathematical models, computer capabilities, and the varied aspects of operations research as these bear upon resource allocation, scheduling of work, routing of materials and personnel, keeping of inventories, making of decisions in the face of competitive and conflicting situations, and other problem areas. Trainees might also develop depth understanding of the problems and strategies involved in applying analytical tools to professional practice by studying selected literature on organizational behavior. Finally, such a program might give major attention to field experiences which would enable trainees to apply mathematical models and operations research techniques to actual problems in administrative settings.

To achieve the program objectives just noted the institution might establish proficiency in math through calculus, for example, as one prerequisite for entry into preparatory programs. Candidates from among high school teachers of math, engineering students, undergraduate math majors, students completing undergraduate or graduate work in operations research, and individuals from business schools could be recruited. Personnel with such diverse backgrounds could bring the kinds of fresh perspective and tough-minded thinking to educational institutions which future leaders interested in organizational assessment and change would find extremely valuable.

It could be that the substantial gap which now exists between those in school districts practicing educational administration and those in universities studying and teaching it will be narrowed as new communication, development, and training arrangements are produced jointly by leaders in these two arenas, with the assistance of other leaders in the private and public sectors. In order for the gap to be significantly diminished, important changes will be required and the following are suggestive:

(1) As differentiated programs are developed which provide administration-related personnel with specialized knowledge-utilization skills, it could be that departments of educational administration will be staffed to advance effectively different knowledge uses including research, synthesis of research, program design and updating, teaching, and the development of solutions to leadership and administrative problems in applied settings. Thus, clinically oriented professors with an intimate knowledge of administrative practice might play significantly different but just as important roles as research professors producing new knowledge.

(2) It could be that universities and school districts will really accept the fact that prospective educational leaders cannot be totally prepared in one year, two years, three years, or even four-year programs in universities. By acting upon this proposition a variety of experimental approaches to continuing education which would go beyond conferences, institutes, and seminars could be developed. These might include the following:

(a) Individually oriented continuing education programs tailored to the learning needs of selected leaders in given school districts.

(b) Travel study tours to provide opportunities for administrators to visit and study "lighthouse" developments and/or outstanding demonstrations of leadership in either the private or public sector.

(c) Groups composed of professors, administrators, and other leaders to "live in" a school district for a number of weeks; to study in depth selected problems there and concepts bearing upon them; and to search for bases for attaining better solutions to problems studied; and

(d) Special ways of transmitting significant ideas and concepts to large populations of on-the-job educational leaders through video and/or audio tapes.

(3) It could be that a national system will be developed for scanning frequently the conditions, problems, and pressures confronting educational administrators, for analyzing the meaning of such findings for needed continuing education arrangements, for developing specific recommendations for achieving needed arrangements, and for implementing recommendations. Thus, a number of universities might serve as the center of such activity and these might be linked to a large number of other universities throughout the country where personnel would conduct several times each year telephone or face-to-face interviews with educational administrators, school board members, teachers, and students. The data obtained through the national scanning system could be "fed back" to the central universities where it could be ordered and analyzed and disseminated back to the larger system of universities and school districts.

(4) It could be that the "reality" of educational administration will be transported into the classroom and be used much more effectively to bridge theory and practice in the future than it is being used currently. This could be done, for example, through simulating administrative and leadership problems in school districts and communities along such lines as the following:

(a) Simulation of urban settings and urban problems to complement existing suburban school district simulations.

(b) Simulation of more dynamic and leadership-oriented situations to supplement existing ones which tend to be somewhat static and maintenance-oriented.

(c) Computer-based simulations in a variety of forms which could be built upon existing computer systems and concepts and which could advance both research and training in unique ways.

(d) The creation and use for training purposes of prototype educational organizations, instructional systems, and management technologies achieved through education development and based upon the emergent rather than what is already in practice.

(e) Cross-organizational simulations of problems involving leaders in municipal, state, and federal government; private corporations; and educational institutions.

In sum, then, there are many things which could be. Perhaps you are wondering if these things will be and in some cases even if they should be. At the same time I am sure you would agree that there must be change in preparatory programs for educational administration and that it is important to have concepts of what "could be" even though their mode of implementation might not be immediately obvious. In negative terms, and to paraphrase the prophets of old, without vision the professionals perish. In more positive terms, what could be more important to society than the projection and attainment of ideals related to leadership development in education?

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